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19 December 1951

MEMORANDUM FOR:

SUBJECT: Annual Report

1. We believe that the general approach to the Annual Report should be along the following lines:

- a. Describe the nature of the intelligence process;
- b. Explain CIA's position in the Federal Intelligence System;
- c. Show how CIA is geared to carry out its functions;
- d. Give undramatic, candid ^{*factual*} account of how we are doing;
- e. Focus on the problems we face.

2. In order to accomplish the above objectives we believe that a functional approach to CIA's activities would be much more desirable than an organizational one (cf. our comments on O/RR's section). We recognize the difficulties of making such a switch at this time but believe it should at least be discussed before it is considered impracticable.

3. Perhaps the organization of the Report into major headings somewhat as follows would assist in making it understandable and digestible:

- a. Intelligence and national policy - Kent's paper;
- b. History - Houston's paper;
- c. Reorganization - paper;
- d. Coordination or "role and responsibility of CIA";
- e. Collection:

(1) O/SO

(2) O/O/C



Approved For Release 2003/06/03 : CIA-RDP80R01731R003500120008-7

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Approved For Release 2003/06/03 : CIA-RDP80R01731R003500120008-7

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(3) ☐

(4) Library function:

- (a) Library
- (b) Maps
- (c) Graphic Register
- (d) Biographic Register
- (e) Industrial Register
- (f) Liaison Division
- (1) Cables

(5) Debriefing

(6) Requirements

f. Collating or processing:

(1) Library function:

- (a) Library
- (b) Maps
- (c) Graphic Register
- (d) Biographic Register
- (e) Industrial Register
- (f) Indexing

(2) Maps

(3) FDD

(4) ☐

(5) o/c/c

(6) o/so

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Approved For Release 2003/06/03 : CIA-RDP80R01731R003500120008-7

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Approved For Release 2003/06/03 : CIA-RDP80R01731R003500120008-7

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g. Production:

(1) O/NE

(2) O/RR

(3) O/SI

(4) O/CI

h. Covert operations - O/PC

i. Problems

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Assistant Director
Intelligence Coordination

Approved For Release 2003/06/03 : CIA-RDP80R01731R003500120008-7

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Approved For Release 2003/06/03 : CIA-RDP80R01731R003500120008-7

TOP SECRET

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This paper gives too rosey a picture of how well we are doing in the field of covert collection without providing the reader with the facts necessary in order to judge how effectively SO is operating. We are probably given too many details of the number of safes and agents, etc., which make for lurid, exciting reading, but throw no light on the major problems facing SO. To put it another way, there is a great deal of attention on individual accomplishment to date and very little hard-headed analysis examining the problems which must be solved in order to move ahead.

Perhaps the paper could be improved if organized somewhat according to the following outline. It may be that item I, "Introduction to Collection" should be covered in Kirkpatrick's coordination paper yet to come. In that case a bare summary of CIA's collection activities would serve to introduce the collection section.

I. Introduction to Collection

A. Role and Responsibility of CIA -- refer to other collectors.

1. Services of common concern.
2. Services to meet own internal needs.
3. Coordination, ^{when} with joint approach is needed.

B. SO -- include also a discussion of peculiar needs of scientific and economic especially in Germany.

C. OO/C

D.

E. Library

F. Debriefing

Approved For Release 2003/06/03 : CIA-RDP80R01731R003500120008-7

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- G. Requirements -- whenever coordinated requirements are necessary, as for collection by a service of common concern, or by a departmental collection system insofar as it operates for the benefit of several intelligence agencies responsible for aspects of the general subject matter in question.

II. O/SO -- Discuss the role of covert collection and its limitations specifically with respect to the Soviet (CUBA).

A. Positive

1. History.
2. Function.
3. Description -- scope, size, kinds of operations (penetration, others - agent and net steal papers, listen for information, subvert).
4. Techniques of Direction -- requirements, reports, evaluations.
5. Liaison with foreign intelligence organizations.
6. Inter-agency relations - Military, FBI, State, other CIA offices.
7. Other problems.

B. CE

1. Function -- including study of foreign intelligence systems.
2. Scope.
3. Direction.
4. Relation to positive intelligence.
5. Liaison with foreign CE organizations.
6. Relation with other agencies. -- FBI, ONI, etc.

III. ob/c

A. History, Mission and NSCID.

B. Description -- scope, size, techniques.

TOP SECRET

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C. Analysis of value or utility.

1. Kinds of information --volume

- a. Economic.
- b. Scientific.
- c. Political.
- d. Military.
- e. Support for covert operations.

2. Kinds of sources -- for example:

- a.
- b.
- c.
- d.
- e.

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D. Relations with other agencies and offices.

E. Problems:

- 1. Pledge of sole representation.
- 2. Protection of sources and use of material.
- 3. Other.

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IV.

A. Mission, history, NSCID 6.

B. Description --

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- C. Value.-- kinds of information, users and customers.
- D. Direction, requirements.
- E. Problems.
 - 1. Telecommunications circuit.
 - 2. New stations.
 - 3. Obligation to public.

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~~TOP SECRET~~

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Approved For Release 2003/06/03 : CIA-RDP80R01731R003500120008-7

In elaboration of the outline the answers to these questions might help to make the paper more instructive:

1. What are the functions of SO?
2. Where is it functioning?
3. How is it functioning in different places and with what degree of success?
4. Where should our emphasis be and where should we de-emphasize?
5. How are interagency relations?
 - a. Coordination of espionage activities conducted by other agencies.
 - b. Coordination of CE activities of other agencies.
6. What is SO's philosophy about cover?
 - a. How close are we, in fact, to this ideal?
 - b. What problems do we face and what action proposals?
7. Is logistical support a problem (materiel and personnel)?
8. What is SO's theory of headquarters direction?
 - a. What kind of headquarters direction do we actually give?
 - b. What about evaluations?
9. How is the Government doing on requirements for SO?
10. What reports does SO issue and where are they distributed?
11. Have there been any security leaks, penetrations, etc., or not?

Approved For Release 2003/06/03 : CIA-RDP80R01731R003500120008-7

TOP SECRET

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1. Overt collection of positive foreign intelligence is carried out for the United States Government largely by each intelligence producing agency through its own system. Thus the State Department uses the Foreign Service and Army, Navy, and Air Force have their attache systems. The Central Intelligence Agency carries out certain collection responsibilities as services of common concern to all the intelligence agencies: (1) The covert collection of foreign positive intelligence and the conduct of counter-espionage operations outside the United States; (2) The collection of positive foreign intelligence from [redacted]

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[redacted]; (3) The collection of intelligence [redacted]

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[redacted] Acquisition of foreign language publications, maps, photographs and physical objects, either abroad or in the United States, is carried out by the various collection services as appropriate. Furthermore the library in each agency collects according to its needs regularly or on request both raw and finished intelligence which has through any of the foregoing means found its way into any U. S. Government agency.

SECRET

Approved For Release 2003/06/03 : CIA-RDP80R01731R003500120008-7

TOP SECRET

Approved For Release 2003/06/03 : CIA-RDP80R01731R003500120008-7

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OUTLINE

The following is an outline of the SO pages and the OO pages for convenience in getting an easier view of how it is (or is not) put together.

I. Espionage and Counter-espionage (General)

A. History

(Issue: All of the intelligence agencies advising CIA of espionage and counter-espionage activities)

II. Achievements (Begins page 4)

A. Western Europe, [REDACTED]

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B. Comparison to Soviet capability

C. [REDACTED]

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D. Requirements (See page 6)

(1) Conflict among the agencies

(2) Establishment of the IPC

III. Counterespionage (See page 6, bottom)

A. Service to other agencies as well as central repository

B. Registry; notebooks

C. Protection of U. S. espionage

D. [REDACTED]

IV. Espionage and counter-espionage (Specific) (page 8)

A. Accomplishment

(1) [REDACTED]

(2) [REDACTED]

(3) [REDACTED]

(4) [REDACTED]

(5) [REDACTED]

(6) [REDACTED]

Approved For Release 2003/06/03 : CIA-RDP80R01731R003500120008-7

TOP SECRET

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Approved For Release 2003/06/03 : CIA-RDP80R01731R003500120008-7

Approved For Release 2003/06/03 : CIA-RDP80R01731R003500120008-7

TOP SECRET

Approved For Release 2003/06/03 : CIA-RDP80R01731R003500120008-7

OVERT COLLECTION ACTIVITIES - GENERAL

- I. [] (How we got it)
- II. [] (How we got that)
- III. FDD (Note: This is exploitation rather than collection)
- IV. []
- V. []
- A. Percentage content of types of material collected.
- B. Relations with other agencies, particularly Navy.
- C. Emphasis on foreign scientific and technical -- relations with O/SI. This runs two paragraphs. I gather they are proud of the scientific and by inference, not as much so of the others.
- VI. []
- VII. []
- VIII. Nudging up to major problem ("whether the analysts and concerns can cope with the flow of raw information -- evaluations") (page 26)
- IX. Question of protection of sources.

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Approved For Release 2003/06/03 : CIA-RDP80R01731R003500120008-7

TOP SECRET

Approved For Release 2003/06/03 : CIA-RDP80R01731R003500120008-7

FBID

- I. What it does, NSCID 6, the system, dissemination
- II. How we did it in the last war
- III. Who we serve around the clock - Daily Report
- IV. Direction, rerequirements (last two paragraphs of page 26)
- V. Expansion of the system including direct-wire service to the consumers
- VI. Reaction to Dulles Report (page 30)
 - A. Listing of the production
- VII.
- VIII. Principal problems
 - A. How to get a station
 - B. A safe telecommunications circuit beyond control of other agencies

TOP SECRET

Approved For Release 2003/06/03 : CIA-RDP80R01731R003500120008-7

TOP SECRET

Approved For Release 2003/06/03 : CIA-RDP80R01731R003500120008-7

25X1

FDD

NOTE: Exploitation not Collection (Page 33)

- I. Service of common concern? Standing requirements, reorganization to meet them
- II. Translations services
- III. Arrangements with universities and libraries for hard to get materials -- general problem of procurement

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